MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION

IN THE

CENTRAL ONTARIO ECONOMIC DEVELOPMENT REGION

STAFF REPORT

: Development Branch
Economic Policy
of Treasury and Economics

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STAFF REPORT

Economic Development Branch
Office of Economic Policy
Ministry of Treasury and Economics
May, 1979

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SUMMARY

A. Background

Programs promoting Ontario as a desirable location for business are offered by the federal government, by the provincial government, by many municipalities, and by a number of private groups. The Ontario Government is interested in what these different programs do, what areas of the province they cover, and how effective they are in attracting business.

As part of a wider study of such promotional programs, this report presents the result of a survey of the programs offered by Ontario municipalities in the Central Ontario Region. The survey considered which municipalities have promotional programs, which promotional elements these programs include, and how effective the programs appear to be in inducing industry to locate in the municipality.

B. Elements of a Promotional Program

Five elements were considered: the resources devoted to promotion; the availability of information on the municipality; the existence of expediting programs to hasten approval of development projects; the availability of serviced industrial land; and the existence of programs to advertise the municipality and to seek prospects. The study developed criteria for defining whether a given municipality had each of these elements in its program, and classified this information by municipality. It also developed a broader picture of the promotional help available by considering the distribution in terms of location (The Toronto Area or the Central Inland Arc*), the form of government (regional municipality or county), and the form of enabling legislation.

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*The Central Ontario Region is comprised of eighteen regional municipalities and counties. Six regional municipalities; Durham, York, Metropolitan Toronto, Peel, Halton, and Hamilton-Wentworth comprise a sub-area of the whole region known in this report as the Toronto Area. The remaining twelve regional municipalities and counties are considered to be a sub-region titled the Central Inland Arc. (See Figure 1 on Page 2.)

C. Results: Where the Promotional Programs Are

The most important program element was found to be, not surprisingly, the provision of industrial land: industry cannot locate in a municipality which offers no land on which to build. The second most important element was an expediting program to help the development proposal through the approvals process. A municipal development program had to include both of these elements and at least two of the others to be considered "active" in this analysis.

"Active" programs were found to cover 78% of the population of the Central Ontario Region. As might be expected, they covered a greater percentage of the people in the Toronto Area than in the less urban Central Inland Arc: 88% vs. 54%, respectively. Much of the coverage in the Toronto Area, however, is provided by the Toronto Area Industrial Development Board (TAIDB), a non-profit private organization supported by both municipal and private sector donations, rather than directly by the municipalities. Without the TAIDB contribution, coverage in the Toronto Area drops to 68%.

Promotion program coverage is more extensive in areas with restructured municipal government than in the older county system. "Active" programs covered more than 80% of the population living in the ten regional municipalities but less than 50% of the people living in the eight counties of Central Ontario. However, the form of municipal government is not the major reason for the greater coverage, instead there is simply a greater propensity to pursue industrial promotion programs by the larger centres - which coincidentally are also the areas which have been restructured. Notably, only two municipalities over 50,000 population were not covered by an "active" promotion program.

Two points should be borne in mind in considering these figures. First, the area coverage may be less than the population coverage: many more people live in an urban area than in a rural area of similar size. Then, some of the areas without promotional programs are rural areas which do not wish industrial development.

D. Results: How Effective Are Promotional Programs?

How effective these programs are remains a question, because the results are difficult to quantify. If a new firm locates in a municipality, did it come because of the municipality's promotional program or would it have come anyway? A comparable study* of Denver encountered the same difficulty in assessing the value of promotional programs. The Denver study found that people concerned with promotion were convinced that promotional programs helped. In addition, the firms which came felt that a centre with a promotional program would grow faster than one without such a program; but, in apparent contradiction, these firms were also convinced that Denver's program had not influenced their own decisions to come to Denver.

A possible resolution of this apparent conflict is that promotion has more effect than is realized by corporate planners choosing locations. The macro locational decisions - which country to chose, and which general area within the country - are probably beyond the ability of local promotion to influence. However, once a firm has chosen a general area, a program which makes -formation about a specific site readily available may give that site an advantage over another, equally suitable but less well advertised site. Also, the presence of a promotional program may convey an intangible but favourable impression which can give one location an advantage over another with similar objective merits.

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*Charles P. Rahe, Industrial Development Agencies and the Location of New Plants; Growth and Change, October 1972.

Note:

- The reported details of specific municipal promotion programs are based on information provided in interviews with municipal representatives concerning their 1977 programs. Several municipalities have modified and improved programs since 1977.

- Readers are asked to note the criteria used to determine the presence (or absence) of specific municipal program elements. The criteria allowed a simplified analysis and comparison of programs, however, may in some cases overstate or understate the actual status of a particular program.

I. INTRODUCTION

The comparatively slow growth recently of Ontario's manufacturing sector has raised concern over the state of the macro-promotional system. (The macro-promotional system includes all the programs within the public and private sectors, including federal, provincial, and municipal programs, which promote economic development within Ontario.) Questions currently of interest concerning this program are how effective the macro program is, how effective its components are, and whether the manner in which program responsibility is now divided among the three levels of government is the best division possible.

Within this larger context, this report focuses on municipal government programs for local industrial promotion in the Central Ontario Ecoromic Development Region (Figure 1).[1] Towards this end, the study first investigated what individual municipalities are doing to promote their own economic development. It then identified locations with a broad range of promotional programs and the effectiveness of promotional programs.

The necessary information was obtained from a telephone survey of all urban municipalities over 5,000 population.[2] The survey was conducted between December 1977 and February 1978, and results are reported as of the time of the survey: no follow-up work has been undertaken. The survey questions, directed to the industrial development officer designated by the municipality, probed the scope of the municipality's industrial promotion program, the program's resources, the municipality's perception of how effective the program is, and the degree to which the program is integrated with provincial and federal programs. This survey was supplemented by a literature search concerning the effectiveness of municipal promotional programs.

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[1] "Industrial" promotion was considered to be municipal efforts directed primarily towards attracting manufacturing and related warehousing development, although some additional information was also collected concerning municipal efforts to promote tourism and retail trade.

[2] The area municipalities in the Regional Municipalities of Durham and Hamilton-Wentworth were excluded from the survey because promotional activities in these regions are undertaken by the regional municipalities. See Chapter II for a discussion of enabling legislation and Appendix E for definitions of the different kinds of municipalities referred to in this report.

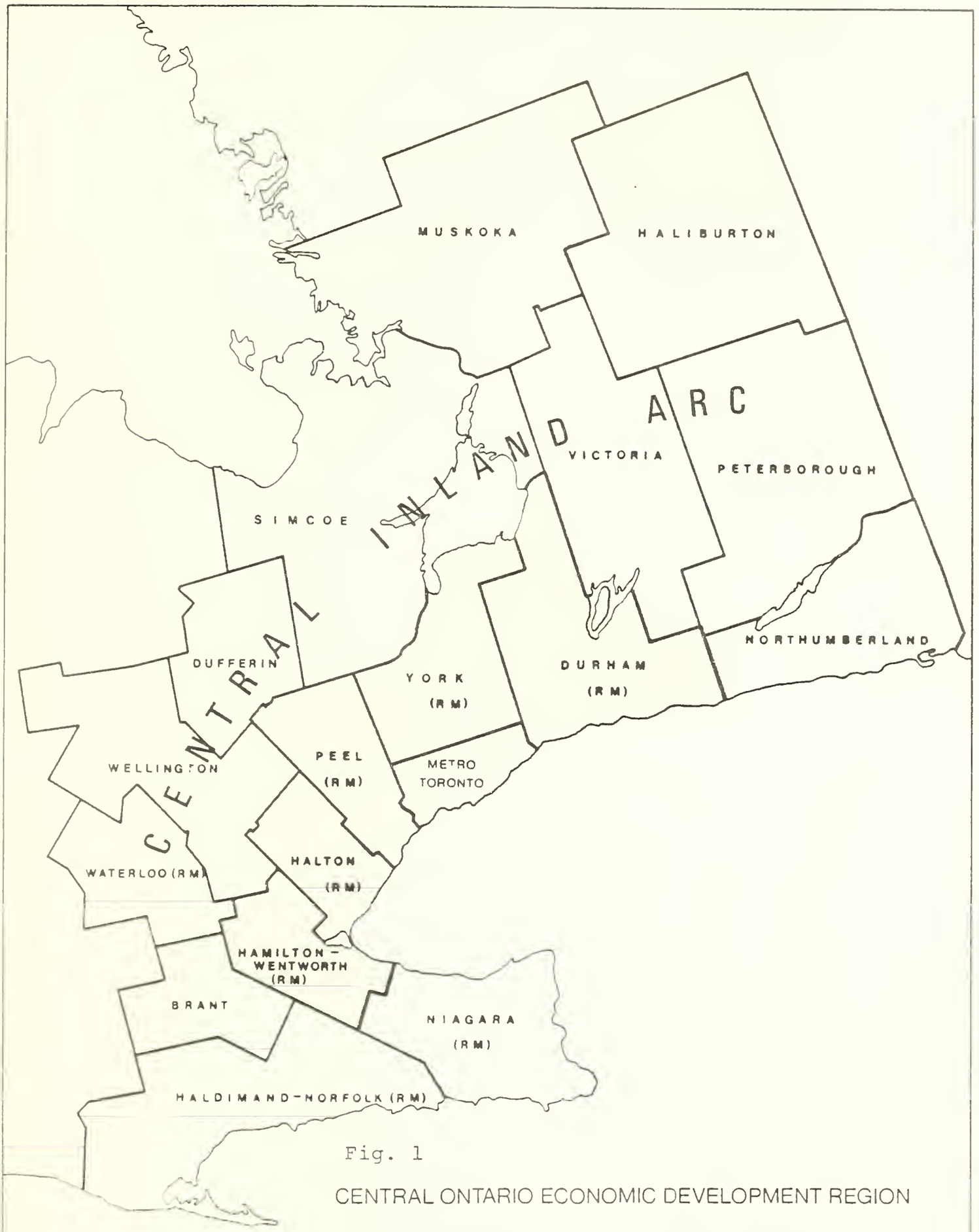

Fig. 1

CENTRAL ONTARIO ECONOMIC DEVELOPMENT REGION

TORONTO AREA and CENTRAL INLAND ARC

These findings constitute one of a series of studies of economic conditions in the Central Ontario Region.

II. ENABLING LEGISLATION

Municipal powers concerning general municipal promotion of industrial development and the authority to deal in industrial land stem from two sources: The Municipal Act for counties, and, for restructured areas, the regional municipality act applicable to each area. The chief promotional powers are to disseminate information concerning an area, to establish an industries department, to appoint an industries commissioner, and, as mentioned above, to buy and sell industrial land.

In addition, three general categories of municipal promotion powers have evolved. Restructuring counties into regional municipalities (Table 1) has made significant changes in the structural allocation of promotional powers. The three categories of legislation are described below, followed by a brief outline of which categories apply in each of the two major sub-areas of the Central Ontario Region.

A. Three Enabling Legislation Categories

1. Category I: Applies to some areas under regional government

A regional municipality in Category I may disseminate information concerning its advantages for a wide variety of activities. It can also establish an industries department, appoint an industries commissioner, work jointly with other municipalities to these ends, and buy and sell industrial land. The constituent area municipalities of the regional municipality (see Appendix E for definitions of the different kinds of municipalities) are specifically precluded from engaging in any of the foregoing activities, except as these activities concern lands acquired or held by the area municipality prior to restructuring. Five regional municipalities are structured according to Category I.

2. Category II: Applies to all counties

In contrast with Category I, only local municipalities in Category II may buy and sell industrial land; counties may not. Furthermore, both levels of

CENTRAL ONTARIO REGION, MUNICIPAL INDUSTRIAL PROMOTION: ENABLING LEGISLATION SITUATION — Table 1

Level of Municipality	FUNCTION: Buy/Sell Industrial Land (1)	Distribute Information (2)	Establish Department or Commissioner of Industries (3)	Pool Funds and Act Jointly for 2 and 3 (4)	MUNICIPAL AREA
CATEGORY I (upper level concentration of powers)					
Region	may	may	may	may	Haldimand-Norfolk, Durham, Halton, Hamilton-Wentworth, Peel
Area	may not*	may not*	may not*	may not*	
CATEGORY II (shared powers)					
County	may not	may	may	may	Counties of: Brant, Dufferin, Haliburton, Northumberland, Peterborough, Simcoe, Victoria, Wellington
Local	may	may	may	may	
CATEGORY III (lower level concentration of powers)					
Region	may not	may	may not	may not	Metro Toronto, Muskoka, Niagara, Waterloo, York
Area	may	may	may	may	

Source: Statutes of Ontario

*However, may perform the function noted in respect of those lands acquired or held by a local municipality prior to realignment of functions.

municipl government may advertise, establish an industries department, appoint an industries commissioner, or act jointly in these regards. (However, municipalities must have a population over 5,000 to establish an industries department or appoint an industries commissioner. Thirty-four towns and villages and 75 townships in Central Ontario (109 local municipalities) are restricted by this requirement).

Eight counties are included in Category II.

3. Category III: Applies to some areas under regional government

Areas in this category have all four industrial promotion powers available to the lower or area municipality level but the upper level municipality is not permitted to either buy or sell industrial land or establish a department or commissioner of industries or to pool funds with other municipalities for these purposes. However, the upper level is permitted to advertise. Five areas are structured in this manner, four regional municipalities and the District Municipality of Muskoka (Table 1).

B. Two Sub-areas of the Central Ontario Region, and which Legislation Applies

Economic analysis and development strategies for Central Ontario have addressed the region's two sub-areas separately. These sub-areas are the Toronto Area and the Central Inland Arc illustrated in Figure 1. Therefore, the enabling legislation and promotion programs are also summarized separately below for these areas. A detailed tabulation of the enabling legislation applicable in these areas is provided in Appendix A.

1. Toronto Area: Four Category I areas and two Category III areas

Although municipal government has been restructured in each of the six regional areas, the specific legislation differs from one area to another.

Four of the six regions - Durham, Peel, Halton, and Hamilton-Wentworth - have identical legislation (Category I). Permission to engage in all future

promotional advertising and to buy and sell industrial land is given to the regional municipality, and the area municipalities are precluded from engaging in such activities. However, the area municipalities may continue to promote and sell any industrial land they held prior to government restructuring.

The remaining two regions, Metropolitan Toronto and Regional York, fall into Category III. The Metropolitan Toronto Act specifically permits the Metropolitan Corporation to advertise. The Metropolitan Toronto Act does not preclude area municipalities from any promotional activities which they are permitted to pursue in accordance with The Municipal Act. Consequently, both the Metropolitan Corporation and the area municipalities (the Boroughs and the City of Toronto) may advertise. However, only the area municipalities may buy and sell industrial land, establish industries departments, appoint industries commissioners, and work jointly with other municipalities to these ends. This situation exists because The Metropolitan Toronto Act does not provide these powers to the Corporation of Metropolitan Toronto either directly or by specific reference to the appropriate section of The Municipal Act.

The York Region Act defines the regional and area municipalities in York Region, and their powers, in such a manner that the net effect in terms of the distribution of promotional power is identical to that within Metropolitan Toronto.

2. Central Inland Arc: One Category I area, eight Category II areas and three Category III areas

Local government has been reorganized in four of the twelve upper-tier municipal areas comprising the Central Inland Arc.

The Haldimand-Norfolk Act gives all new industrial promotion activity to the Regional Municipality of Haldimand-Norfolk and prevents the constituent area municipalities from engaging in such activity - a Category I distribution of powers.

The remaining three restructured areas, Waterloo, Niagara and Muskoka, have a Category III distribution of powers. The respective Acts which

restructure these areas specifically permit their respective upper-tier corporations to distribute promotional information, but do not permit the upper-tier level of municipal government to hire an industrial commissioner or buy and sell industrial land. The area municipalities in a Category III area may engage in all of these activities.

As noted previously, counties of the Category II areas, are precluded from dealing in industrial land, but their constituent local municipalities may do so. Counties and local municipalities have identical powers, however, concerning advertising, establishing industries departments, and acting jointly in this regard. The eight counties of the Central Ontario Region all fall into the Central Inland Arc and include Brant, Dufferin, Haliburton, Northumberland, Peterborough, Simcoe, Victoria and Wellington.

III. PROGRAM OVERVIEW

This section summarizes the municipal industrial promotion programs in 1977 from three perspectives: by form of local government (regional municipality or county), by category of enabling legislation, and by principal sub-area of Central Ontario (Toronto Area or Central Inland Arc). The analysis also estimates the number of persons covered by the programs available. The elements of the programs are described in more detail in Chapter IV, Section A, and the distribution of these elements in Chapter IV, Section B.

The reader should bear in mind the possibility that some of these programs may have changed in the year since the survey was undertaken. The results are presented here as they were early in 1978.

A. Local Government: Regional Municipalities and Counties

Four regional municipalities each maintain an industrial promotion office (Hamilton-Wentworth, Peel, Halton, Durham). Three of these have no lower-tier municipal promotion effort. In the fourth, Halton, a limited amount of lower-tier promotion continues in Burlington, largely because Burlington still has some municipally owned industrial lands.

Six regional municipalities do not maintain an industrial promotion office (Metropolitan Toronto, York, Haldimand-Norfolk, Muskoka, Waterloo, Niagara). Concerning the latter four, any industrial promotion which does occur takes place at the initiative of the lower-tier municipalities, but not all such municipalities are involved. Although neither Metropolitan Toronto nor York Region maintains municipal industrial promotion offices, the programs of a non-profit organization and of local municipalities cover the area.

Within the eight counties, municipal industrial promotion programs, with one exception, are created through the initiative of the local municipalities. The exception is Haliburton County, which maintains a committee to distribute information.

B. Enabling Legislation Categories

Industrial promotion programs vary from muncipality to municipality and, although generally consistent with the enabling legislation, they are not a mirror image of it. In some cases, for instance, programs have not been instituted to the full extent permitted.

In the five Category I areas, regional municipalities are in the process of assuming all promotion functions, but several area municipalities continue to maintain promotion programs. These programs are an extension of the area municipalities' activities in selling industrial lands owned prior to local government realignment. Some area municipalities which continue to be involved in promotion, either in the form of industrial land sales or through distributing information, are the towns of Dunnville and Simcoe and the cities of Burlington and Oshawa.

Four of the five regions in this category have established business or industrial development departments to distribute information concerning the region and constituent municipalities, but only two, Durham and Hamilton-Wentworth, have as yet begun to buy, service, or sell industrial land (Table 2). Haldimand-Norfolk, which has not established a promotion department, is studying the situation in terms of current private-sector initiatives and the continuing programs of the area municipalities.

Promotion programs of some nature cover 100% of the population and municipalities in the Category I areas, except in the Haldimand-Norfolk area, where programs are still being developed.

In the eight Category II areas, the main participants in industrial promotion are the local municipalities, except for Haliburton County, as described above. Approximately two-thirds of all cities, towns, and villages over 5,000 population are directly involved in the three aspects of promotion described in the legislation (Table 2). In terms of 1976 population in the surveyed municipalities, promotional information was not available for 48,221, or 12.3% of the total population in these surveyed areas.

SUMMARY OF CENTRAL ONTARIO REGION MUNICIPAL INDUSTRIAL PROMOTION PROGRAMS: CITIES AND TOWNS OVER 5,000 POPULATION BY LEVEL OF GOVERNMENT AND ENABLING LEGISLATION CATEGORIES

Table 2

Level of Municipality	Buy/Sell Industrial Land	Distribute Information	Established Department or Commissioner of Industry	Pool Funds and Act Jointly for 2 and 3
	1	2	3	4
CATEGORY I				
Region	2/5	4/5	4/5	0/5
Area	x	x	x	xx
CATEGORY II				
County	xx	1/8	0/8	0/8
Local*	10/15	11/15	11/15	0/15
CATEGORY III				
Region	xx	0/5 (2/5)**	xx	xx
Area*	10/28	11/28	13/28	0/28

Source: Economic Development Branch Surveys: Dec. 1977 and Feb. 1978.

x = New involvements are precluded by reorganization legislation, but previous programs continue in a few municipalities.

xx = Not permitted by enabling legislation.

*Cities, towns and villages over 5,000 population included in survey. Excluded are 34 smaller towns and villages and all 98 townships.

**The figures change when the programs of the Toronto Area Industrial Development Board are considered.

In total, and using information distribution as an indicator, promotion programs were found to cover approximately 10% of all the local municipalities in Category II and approximately 50% of the population of all Category II areas.

In the five Category III areas, promotion programs are provided exclusively by the area municipalties, but Metropolitan Toronto and the Regional Municipality of York do provide financial support to the Toronto Area Industrial Development Board (TAIDB).[3]

Twenty-one of the 28 cities and towns are involved to some degree in that they have an industries commissioner, sell industrial land or distribute information. The extent of involvement varies among municipalities such that the total incidence of these programs ranges from 10 to 13 (Table 2). Municipalities are not involved in pooling funds and working jointly with others on these programs. The 12 township municipalities whose combined population of 106,200 represents 3.5% of the total Category III areas population are excluded from these figures, but indications are that they are not involved in economic development promotion.

In total, and again using information distribution as an indicator, and taking into consideration the extensive coverage provided by the TAIDB in two Regions, promotion programs cover 57% of all the area municipalities in Category III and approximately 93% of the population of all Category III areas.

The municipalities in the Category II and III areas which were largely excluded from the present survey - the 34 towns and villages under 5,000 population and the 98 townships - do not appear to have promotion programs. Among them, these 132 municipalities had a 1976 population of 439,031, or 11.9% of the total population of these areas. In the Category I areas most lower-tier municipalities, regardless of size, were also excluded from the survey because the legislation reserves promotion activities for the upper-tier municipality.

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[3]The Toronto Area Industrial Development Board (TAIDB), a non-profit service organization funded by both business and municipal government, provides industrial development promotion services for all areas included in the Regional Municipalities of Metropolitan Toronto, York, Peel, and Durham.

C. Sub-areas of the Central Ontario Region

1. Toronto Area

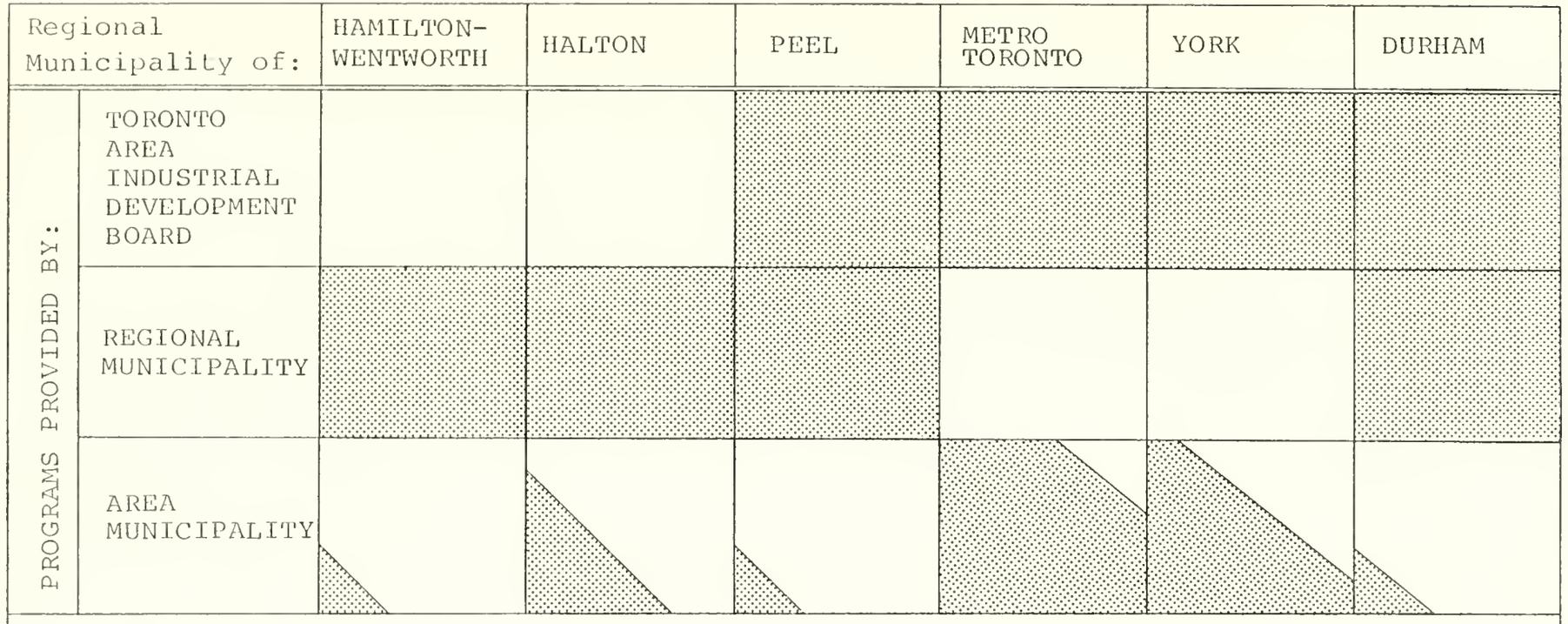
The promotion program structure within the six regional municipalities of the Toronto Area is rather complicated, but quite comprehensive, as depicted on Figure 2. In most of the municipalities of this area, two agencies provide industrial promotion services. Within Metropolitan Toronto and York Region, these agencies are the lower-tier municipalities and TAIDB. In Peel and Durham, they are TAIDB and the regional municipality. In Halton, the region provides an information service, as does Burlington, which owns and sells industrial land. Hamilton-Wentworth has the simplest structure in the Central Ontario Region: all industrial promotion for the constituent municipalities is provided by the regional municipality.

It should be noted that even in the four Category I areas, where promotional responsibility is given exclusively to the regional municipalities, the area municipalities do perform essential functions concerning industrial land development and control. In the two Catgegory III areas, Metropolitan Toronto and York Region, where most of the authority for industrial promotion is given to the area municipalities, these two Regions do provide financial support to the TAIDB but are not otherwise involved.

2. Central Inland Arc

Promotion program coverage is not as comprehensive in the Central Inland Arc (CIA) as in the Toronto Area. Summaries of coverage for this subregion by the program elements are provided in Appendix B, and it is notable that:

- Where programs do exist, they are primarily at the local municipality level, with exceptions in the Haldimand-Norfolk and Niagara Regions and in Haliburton County;
- In effect, 50-60% of the CIA population is covered by some type of promotion program. The survey of lower-tier municipalities covered approximately 3/4 of the CIA population, of whom 60-80% are covered by promotion programs of one type or another;
- An "active" (see Chapter V, below) promotion program covers approximately 50% of the CIA population; and



MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION PROGRAM

Fig. 2
PROGRAM COVERAGE: TORONTO AREA

- There is a definite relationship between the scope of the municipal promotion programs and population size. All centres over 50,000 have comprehensive and "active" programs, whereas the smallest places generally have only some elements of a comprehensive program.

IV. RESULTS OF SURVEY

A. Elements of a Promotional Program: What They Are

1. Approach

The survey[4] described in this report examined six aspects of the 1977 industrial development programs of 69 municipalities and the TAIDB. The first five of these are essentially elements of a comprehensive program to promote industrial development; the sixth is an estimate of how well the program works.

This section (Section A) lists the five elements, notes the criteria used to define whether a municipality has them, and tabulates the results. The remainder of this chapter (Section B) analyses these five elements in more detail throughout the Central Ontario Region. Finally, Chapter V discusses the sixth aspect covered by the survey: how effective a development program is in furthering an area's development.

2. Definitions of Program Elements

The five promotional program elements studied for this report are:

a) Whether staff, office, or committee resources are devoted to promoting industrial development;

b) Whether the municipality provides information about the area to prospective developments;

c) Whether the municipality tries to move prospective developments quickly through the local development system;

d) Whether the municipality ensures a supply of serviced industrial land;

e) Whether the municipality advertises the area and searches for development prospects.

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[4]The methods, definitions, and assumptions used in the survey and in analysing the results are detailed in a staff paper, Industrial Development Promotion by Individual Municipalities in the Central Ontario Region, Economic Development Branch, TEIGA, April 1978.

Programs to promote industrial development are listed by program element on Table 3 for each municipality. They are also illustrated on Figures 3 to 7, inclusive.

In most instances, the status of a program element in a municipality was relatively clear, and was determined by the following guidelines.

a) A municipality was considered to have an office or committee program if staff were assigned exclusively to industrial promotion. In some smaller municipalities, split functions by staff or particularly active volunteers or political representatives were considered to fulfill this function.

b) A municipality was considered to have an information supply program if it had any promotional literature relevant to industrial development prospects.

c) An expediting program was considered to exist if the municipality showed it had the ability and desire to assist development prospects in such matters as locating land or buildings, dealing with planning committees, obtaining building permits, etc.

d) A program of ensuring a supply of industrial land was considered to exist if:

- During 1977, there was an existing supply of saleable and serviced land which could be used immediately for industrial purposes, regardless of whether it was owned publicly or privately; or,
- In the absence of an immediate supply, the municipality was pursuing an active program of ensuring that land would be ready for market soon.

e) A program to advertise the area and seek prospects was considered to exist if, during 1977, the municipality had been involved in at least two of the following:

- Advertising and mailing campaigns;
- Research or investigation to identify prospects;

INDUSTRIAL DEVELOPMENT PROMOTION PROGRAMS:
MUNICIPALITIES SURVEYED: 1977 TABLE 3

	MUNICIPALITY	Office or Committee	Information Supply	Expediting	Ensuring Industrial Land Supply	Advertising: Seeking Prospects
1.	Alliston	-	-	Y	-	-
2.	Anson, Hindon, Minden	-	-	-	-	-
3.	Aurora	Y	+	Y	Y	-
4.	Barrie	Y	Y	Y	Y	-
5.	Bobcaygeon	-	-	-	-	-
6.	Bracebridge	-	Y	Y	Y	-
7.	Bradford	+	+	Y	Y	-
8.	Brantford	Y	Y	Y	Y	Y
9.	Brantford (Twp.)	-	-	Y	Y	-
10.	Burlington	Y	Y	Y	Y	Y
11.	Cambridge	Y	Y	Y	Y	Y
12.	Cobourg	Y	Y	-	-	-
13.	Collingwood	Y	Y	Y	Y	-
14.	Dunnville	-	+	Y	Y	-
15.	Durham	Y	Y	Y	Y	Y
16.	Dysart (et al)	Y	-	Y	Y	-
17.	East York	-	-	Y	-	-
18.	Etobicoke	Y	Y	Y	Y	-
19.	Fergus	+	Y	Y	Y	-
20.	Fort Erie	Y	Y	Y	Y	Y
21.	Gravenhurst	Y	+	Y	+	-
22.	Grimsby	+	Y	Y	-	-
23.	Guelph	Y	Y	Y	Y	Y
24.	Haldimand	-	-	-	-	-
25.	Haldimand-Norfolk	Y	-	Y	Y	-
26.	Haliburton County	Y	Y	Y	-	-
27.	Halton	Y	Y	-	Y	Y
28.	Halton Hills	-	-	Y	Y	-
29.	Hamilton-Wentworth	Y	Y	Y	Y	Y
30.	Huntsville	Y	-	Y	+	-
31.	Innisfil (Twp.)	Y	-	Y	Y	-
32.	Kitchener	Y	Y	Y	-	Y
33.	Lakefield	Y	-	Y	Y	-
34.	Lincoln	-	-	Y	Y	-
35.	Lindsay	Y	Y	Y	Y	-
36.	Markham	-	-	Y	Y	Y
37.	Midland	Y	Y	Y	Y	Y
38.	Milton	-	-	Y	Y	-
39.	Nanticoke	-	-	-	Y	-
40.	Newmarket	-	Y	Y	Y	-
41.	Niagara R.M.	-	+	Y	-	-
42.	Niagara Falls	Y	Y	Y	Y	Y
43.	Niagara-on-the-Lake	Y	-	Y	Y	-
44.	Northumberland	-	-	-	-	-
45.	North York	Y	-	Y	Y	-

continued Page 2

INDUSTRIAL DEVELOPMENT PROMOTION PROGRAMS:
MUNICIPALITIES SURVEYED: 1977. TABLE 3

	MUNICIPALITY	Office or Committee	Information Supply	Expediting	Ensuring Industrial Land Supply	Advertising; Seeking Prospects
46	Orangeville	Y	Y	Y	Y	-
47	Orillia	Y	Y	Y	+	-
48	Paris	-	Y	Y	Y	-
49	Peel	Y	Y	Y	Y	Y
50	Pelham	-	-	Y	+	-
51	Penetanguishene	Y	+	Y	Y	-
52	Peterborough (City)	Y	Y	Y	Y	Y
53	Port Colborne	Y	+	Y	Y	-
54	Port Hope	Y	-	-	Y	-
55	Richmond Hill	-	+	-	Y	-
56	Scarborough	Y	Y	Y	Y	Y
57	Shelbourne	-	+	Y	Y	-
58	Simcoe (Town)	-	-	-	Y	-
59	Stayner	-	Y	Y	-	-
60	St. Catharines	Y	Y	Y	Y	Y
61	Thorold	-	-	Y	-	-
62	Toronto (City)	Y	Y	Y	Y	Y
63	TAIDB	Y	Y	Y	-	Y
64	Vaughan	-	-	-	-	-
65	Wasaga Beach	Y	Y	Y	-	Y
66	Waterloo (City)	-	-	Y	Y	-
67	Welland	Y	Y	Y	Y	Y
68	Wellington	-	-	-	-	-
69	Whitchurch/Stouffville	-	-	-	-	-
70	York (Borough)	-	-	-	-	-

LEGEND: Program Existed ..... Y
Program did not exist ..... -
Program expected to exist within 1978 ..... +

SOURCE: Economic Development Branch surveys: Dec. 1977 and Feb. 1978.

- Approaching of identified prospects;
- Participation in trade missions.

B. Elements of a Promotional Program: Distribution of Each Element

1. Resources

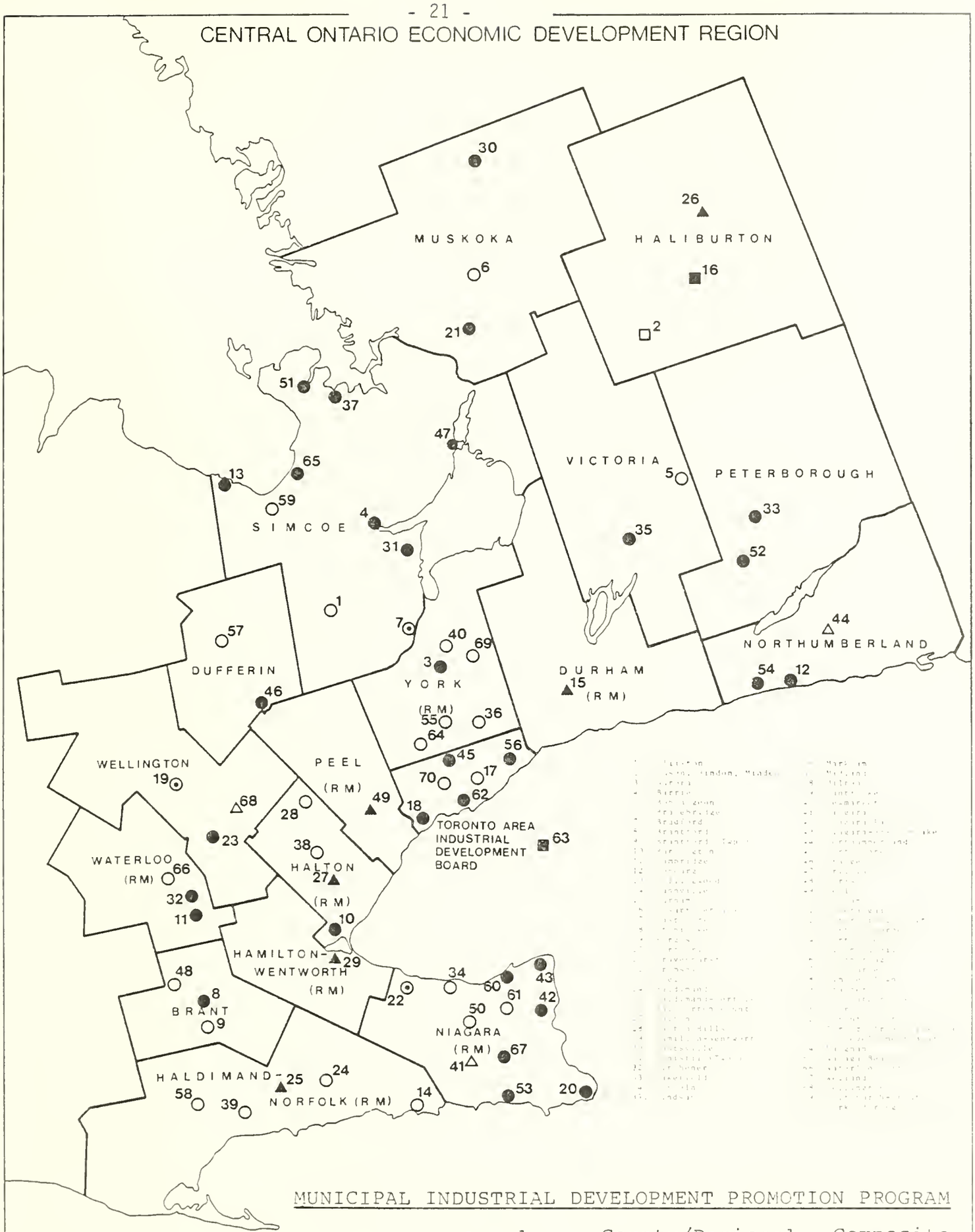
Information concerning the resources allocated by each municipality to pursue industrial development is listed in Appendix C. See also Figure 3. This information includes the status of a department or commissioner of industries, the number of staff, and the approximate non-capital expenditures in 1977. Some highlights:

- Municipalities plus the TAIDB spent approximately $1.8 million promoting industrial development; they also maintained a total staff of 57 persons (Table 4).
- Of the 51 municipalities listed in Appendix C and legally able to maintain an industries office, 23 retained full-time staff, 5 had either political representatives or volunteers serving as industries commissioners, and 23 others had neither. However, the TAIDB provides some promotion services for seven of these municipalities which do not have their own resources.

Resources allocated to industrial promotion are most appropriately considered in relation to the population surveyed because the remaining municipalities do not necessarily seek industrial development nor are they involved in promotion.

- Municipalities in the counties (Category II) allocate 3 to 4 times the staff and 2 to 3 times the finances, on a per capita basis, to industrial promotion in comparison to municipalities in the restructured areas (Categories I and III) (Table 5).
- Municipalities in the Category I areas allocate approximately 1½ times the staff and finances, on a per capita basis, to industrial promotion in comparison to municipalities in Category III areas.
- Municipalities in the Central Inland Arc spend two to three times as much per capita on promotion as do municipalities and the TAIDB in the Toronto Area (Table 5).

CENTRAL ONTARIO ECONOMIC DEVELOPMENT REGION



MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION PROGRAM

	Local Municipality	County/Regional Municipality	Composite Areas
Yes	●	▲	■
No	○	△	□
Proposed	⊙	◬	⊡

Fig. 3
OFFICE OR COMMITTEE

MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS

RESOURCES APPLIED TO MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION BY SUBREGION: 1977

Table 4

Subregion	Staff		Non-Capital Expenditures	
	Total	Per Capita Factor[a]	Total ($000)	Per Capita $
Toronto Area	32	0.89	960.1	0.27
CIA: Total Population	25	1.71	883	0.60
Municipalities[b] Surveyed	25	2.3	883	0.81
COR	57	1.12	1,843.1	0.36

Source: Economic Development Branch surveys: Dec. 1977 and Feb. 1978.

[a]Staff per capita x 10^5

[b]Municipalities surveyed had a 1976 population of 1,083,590, which was 74% of the CIA population. (Appendix B, Table 1.)

RESOURCES APPLIED TO MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION BY ENABLING LEGISLATION CATEGORY: 1977

Table 5

Municipal Cagegory	Staff		Non-Capital Expenditures	
	Total	Per Capita Factor[a]	Total ($000)	Per Capita $
Category I	18	1.33	597.1	0.44
Category II				
all mun.	13	1.90	321.3	0.47
mun. surveyed[b]	13	3.73	321.3	0.92
Category III				
all mun.	26	0.86	924.7	0.31
mun. surveyed[b]	26	0.89	924.7	0.32

Source: Economic Development Branch surveys: Dec. 1977 and Feb. 1978.

[a]Staff per capita x 10^5

[b]The populations involved were:

	all municipalities	Surveyed Cities & Towns Over 5,000
Category I	1,350,623	--
Category II	680,763	347,945
Category III	3,019,464	2,913,251

Note: TAIDB resources are allocated to municipal Categories I and III on the basis of 1976 population.

2. Information Brochure Supply

Municipal information supply programs can have two aims:

- Preparing brochures and data sheets about the municipality's characteristics and conditions which should be of interest to almost any prospective business venture; and
- Assembling and supplying information to prospects in response to specific inquiries.

The survey indicated that municipalities are generally willing to respond to specific inquiries from industry and that this comprises the entire information supply program of some municipalities. However, although there is probably some difference among municipalities in the quality of the response, it was not possible to quantify such a difference. For example, TAIDB, with its significant resources, would probably be able to provide a higher quality response than a smaller centre without such resources. Consequently, this aspect of an information supply program has not been tabulated or used to indicate the status of municipal information programs.

The quality or quantity of information contained in pre-printed brochures and data sheets varied considerably. This variety was not necessarily a function of community size: some smaller centres had good information brochures. At the first cut of anlaysis, just the availability of an information brochure was considered to indicate that a municipal information program exists. This situation is illustrated in Figure 4 and Appendix D. In summary:

- A large percentage of the population of Central Ontario is covered by an information supply, and coverage is likely to increase in the near future;
- In 1977, information brochures were available from 61% of the municipalities surveyed, and a further 13% were planning to have material available during 1978 (Table 6);
- Four of the five Category 1 regional municipalities have an active information program;
- Within the Toronto Area, and taking into consideration services available from the TAIDB, both pre-printed information and full-time staff are available to provide information on any municipality within the area (Figure 4). The services of TAIDB are essential in this respect to several municipalities in both York and Metropolitan Toronto, which do not have programs of their own; and

MUNICIPAL INFORMATION BROCHURE SUPPLY — TYPE OF MUNICIPALITY — Table 6

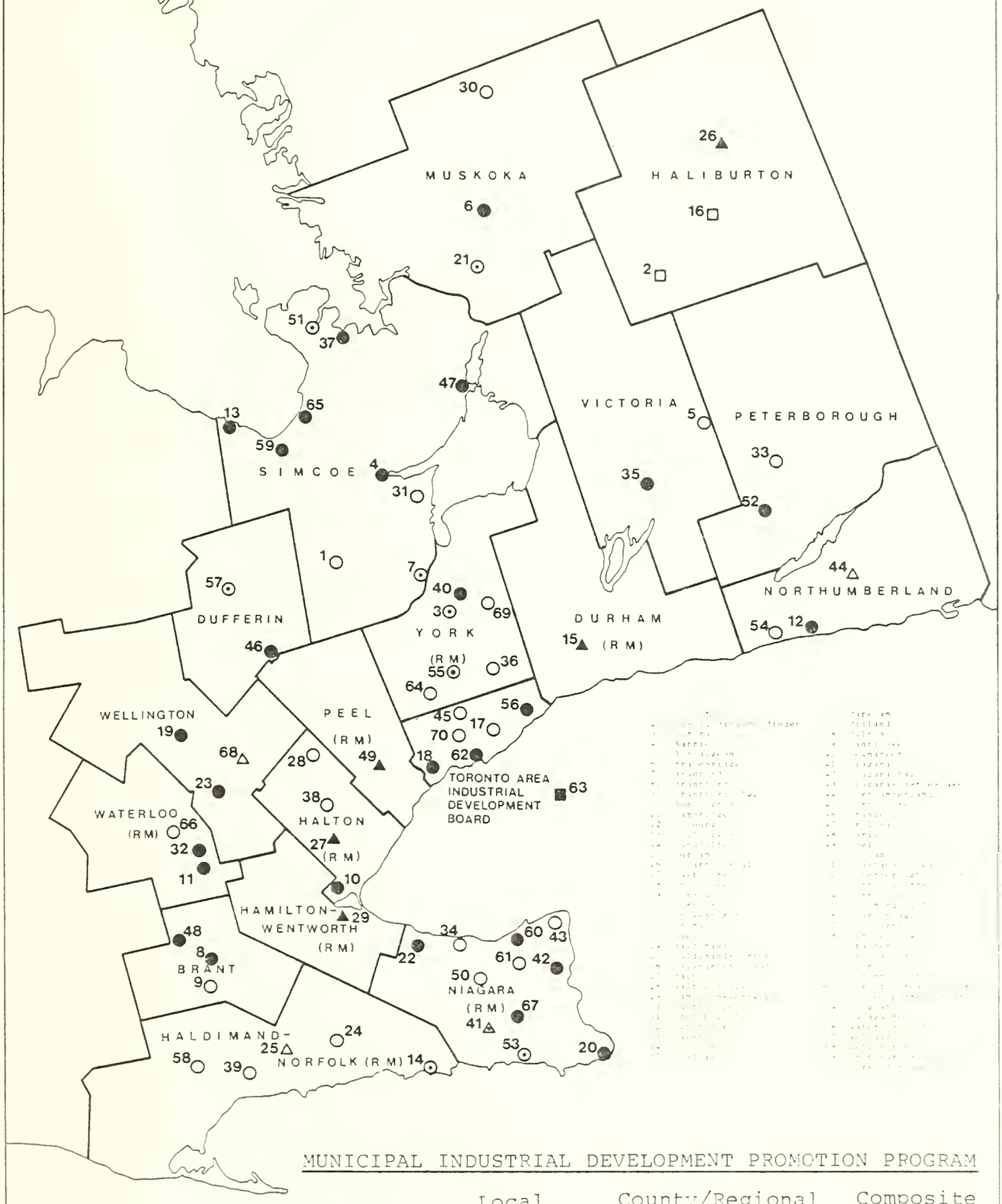
		Total No.	Total %	Region	County	City Borough	Town	Village	Township
I	Available on request from municipality	32	46.4	4	1	13	14	-	-
	Available from other source* but not the municipality	10	14.5	-	-	5	5	-	-
	(Sub-total)	(42)	(60.9)						
II	Municipality planning on having printed material available within 1978 or the near future	9	13.0	1	-	1	7	-	-
II (a)	No information available from municipality	18	26.1	1	2	2	7	2	4
	Total	69	100.0	6	3	21	33	2	4

Source: Economic Development Branch surveys: Dec. 1977 and Feb. 1978.

See Appendix D for listing.

*Information concerning specific municipality is available from the Regional Municipality or the Toronto Area Industrial Development Board

CENTRAL ONTARIO ECONOMIC DEVELOPMENT REGION



MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION PROGRAM

	Local Municipality	County/Regional Municipality	Composite Areas
Yes	●	▲	■
No	○	△	□
Proposed	⊙	◬	⊡

Fig. 4
INFORMATION SUPPLY

Kilometres
0 10 20 30

MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS

- The Central Inland Arc exhibits several gaps in information supply programs. In the west, Waterloo City is noticeable because of its size; there is no information supply for any municipality in Haldimand-Norfolk; and several local municipalities of the Niagara Region are without coverage. In the north and east, Huntsville, Gravenhurst, and Port Hope are most noticeable for their lack of information and coverage.

3. Expediting

The prevailing municipal attitude towards helping industry to establish or expand was estimated from the interview discussion in general and from the response to a few specific questions concerning the assistance provided to industry. Fifty-five of the 69 municipalities surveyed are prepared to assist individual projects in terms of locating land or buildings, ensuring services or zoning, and moving applications quickly through the local development approvals process. See Figure 5. The 14 municipalities that do not expedite include:

- Two counties. But counties are not the most appropriate level of municipal government to deal with servicing and land-use regulations, so this lack of involvement is understandable;

- One regional government, Halton, which is allowing area municipalities and private realtors to fulfill these functions;

- Three area municipalities in York Region and one in Metropolitan Toronto wherein there is a very limited supply of industrial land or buildings, either public or private, are leaving the expediting to the Toronto Area Industrial Development Board or to private realtors;

- Three area municipalities in Haldimand-Norfolk which, after local government reorganization, no longer have an officer responsible for promotion. These municipalities seem to be watching the evolution of both the new system and development plans in order to determine their needs and role in the process;

- Two local municipalities in Northumberland, each of which has an industrial commission and small supplies of vacant serviced industrial land, but indicate relatively little desire to expedite development; and

- Two small local municipalities, a township and a village, located in predominantly rural counties. Neither of these local municipalities provides any aspect of an industrial promotion program.

Considering there are two levels of government and the TAIDB upon which to draw, industry would find expediting assistance in all the municipalities surveyed except the Northumberland County area and Bobcaygeon (which have no promotional staff and little promotional activity).

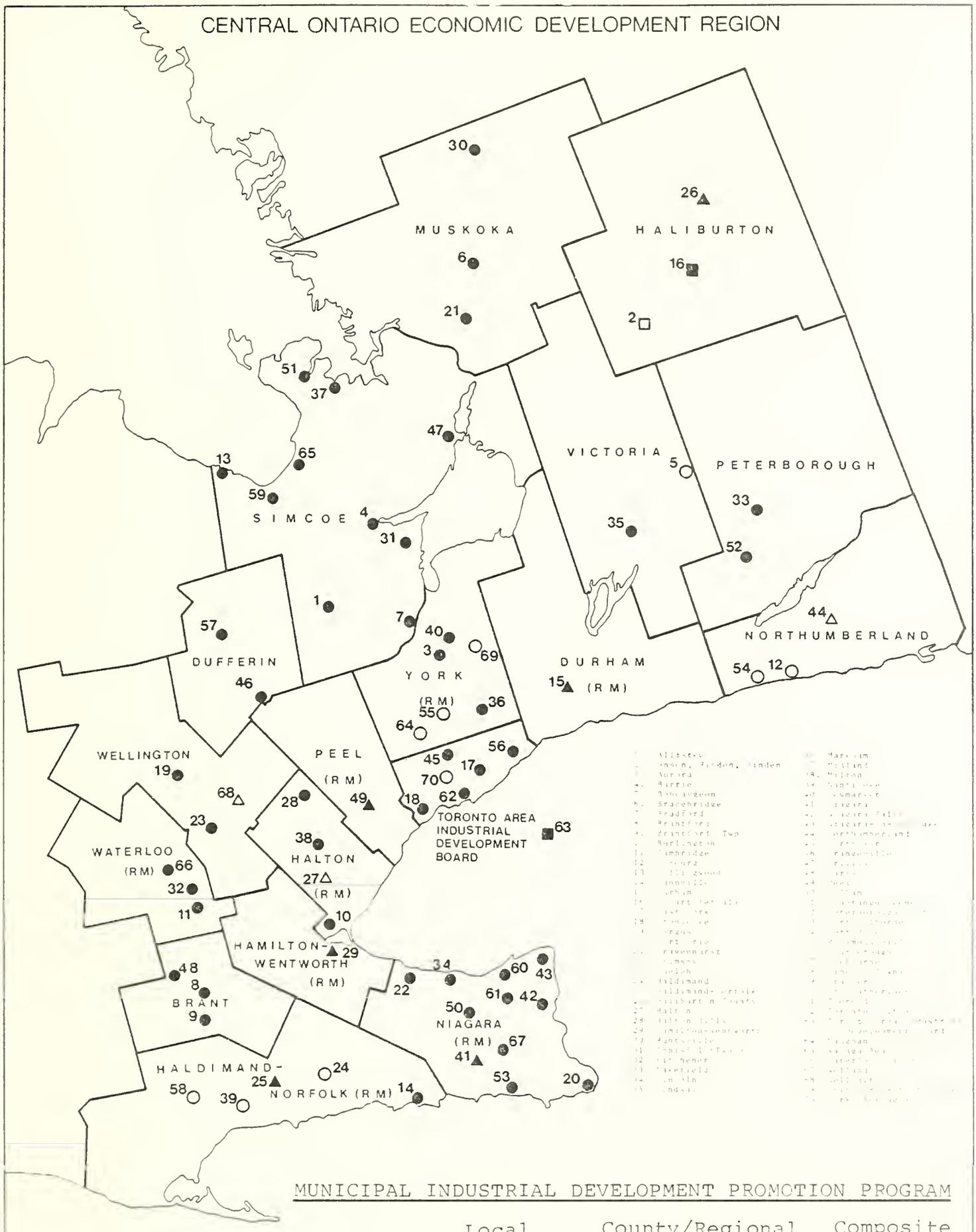


Fig. 5
EXPEDITING

The York and Haldimand-Norfolk Regions and area municipalities thereof could potentially offer more help than they do at present. These Regions have no regional promotional programs (although such programs are permitted in the latter). The lower-tier municipalities have considerable control over land-use regulations and local services; but in York Region where area municipalities have the powers, some of these have promotional programs and some do not. The TAIDB provides considerable help in the York Region, but does not cover Haldimand-Norfolk.

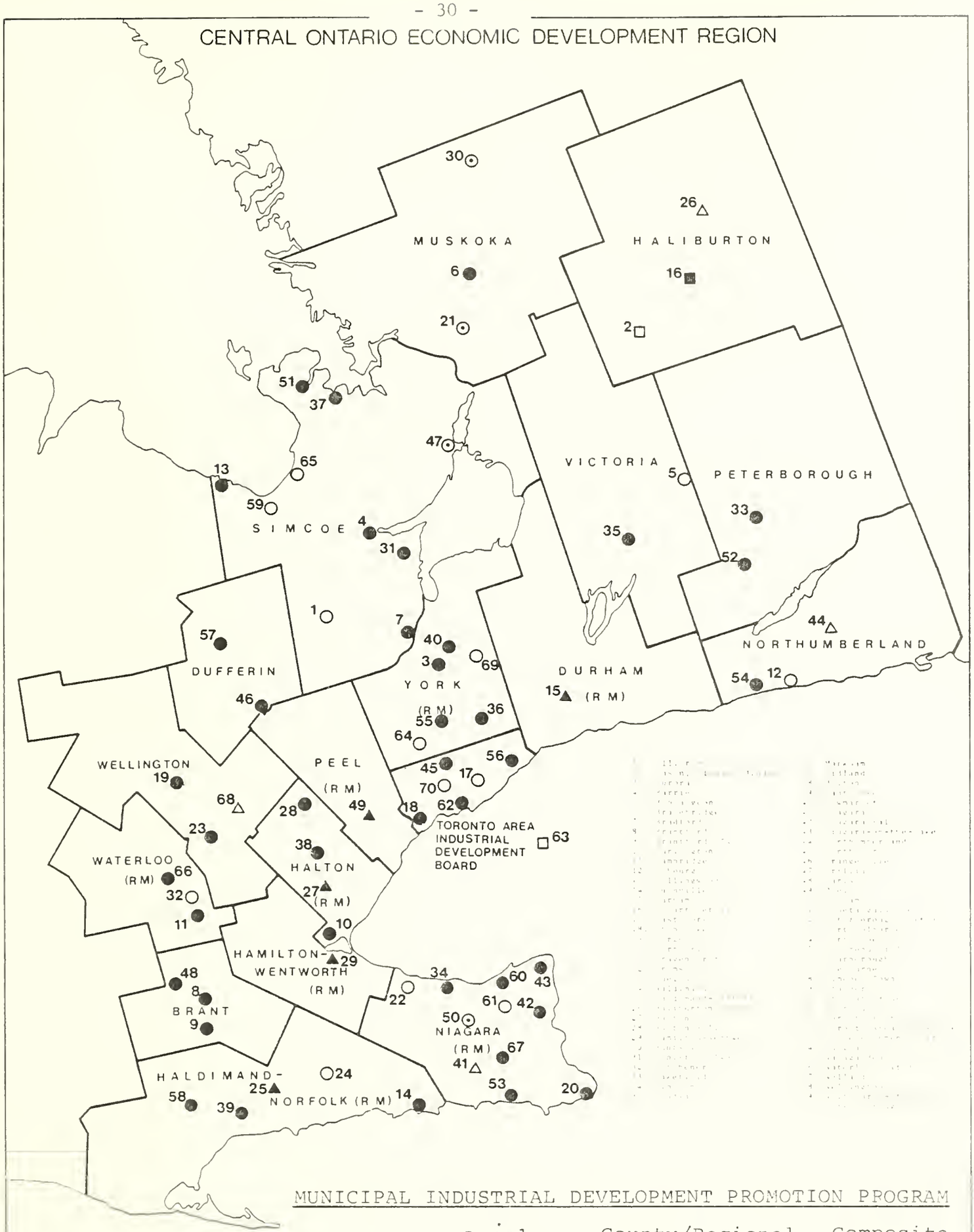
4. Industrial Land

Ensuring a supply of industrial land, through either municipal initiative or private enterprise, is a common way to promote municipal industrial development. Details by municipality are provided in Table 3 and illustrated in Figure 6. For this review, it is convenient to exclude municipalities now precluded by legislation from buying and selling industrial land. Of the 69 municipalities surveyed, four counties or regional governments now so precluded are Haliburton, Niagara, Northumberland and Wellington. Seven of the area municipalities surveyed in the Regions of Halton and Haldimand-Norfolk are also now precluded from future industrial land development; however, six of these were considered to be active in the program, either because they had previously held municipal land or because they now encourage the development of industrial land through private enterprise.

Forty-one of the 58 remaining municipalities are involved in ensuring a supply of industrial land, and four others are marginally involved and expect to become more active during 1978. The remaining 13 municipalities do not have sufficient serviced industrial land available in the municipality to be considered as ensuring a supply of industrial land and were not expecting to undertake such a program during 1978.

The reasons given for not making industrial land available included:

- Waiting for utilities expansion: Vaughan, Wasaga Beach, Stayner, Whitchurch/Stouffville, Alliston.
- No land within municipal boundaries: Town of Cobourg, Boroughs of York and East York.



MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION PROGRAM

	Local Municipality	County/Regional Municipality	Composite Areas
Yes	●	▲	■
No	○	△	□
Proposed	⊙	◬	⊡

Fig. 6
ENSURING INDUSTRIAL LAND SUPPLY

- Supplying industrial land is not a municipal policy because: (a) it is considered to be a private enterprise function; or (b) it is too costly; or (c) there is no demand for such land: Alliston, Bobcaygeon, Grimsby, Stayner, Whitchurch/Stouffville.

- Program delayed because of previous or proposed municipal restructuring: Kitchener, Cobourg.

However, the program of supplying industrial land is extensive, particularly in terms of population coverage:

- 82% of the COR population;

- 92.2% of the Toronto Area population;

- 76% of the Central Inland Arc population surveyed.

5. Seeking Prospects and Advertising the Area

This program had the lowest incidence of involvement: only the TAIDB and 19 of the municipalities surveyed are active (Figure 7). More than any other program, this one appears to be a function of population size (and financial capability?). Only four out of the 62 municipalities in the CIA with population under 50,000 are involved, compared to 100% of the municipalities with populations over 50,000 (Appendix B, Table 2A). Some municipalities express doubts about the cost-effectiveness of generally advertising, research, and travel to convince firms of the municipality's advantages, but have worked vigorously at approaching promising firms for local industrial development - and this approaching of good prospects is one aspect of an advertising program. However, a few other municipalities indicated that they would become more involved in these aspects of promotion when industrial land or services were available.

In any event, because the TAIDB, some regional municipalities, and the larger local municipalities are involved in this program, population coverage by this program is high.

- 92% of the population surveyed;

- 85% of the total Central Ontario population (Table 7).

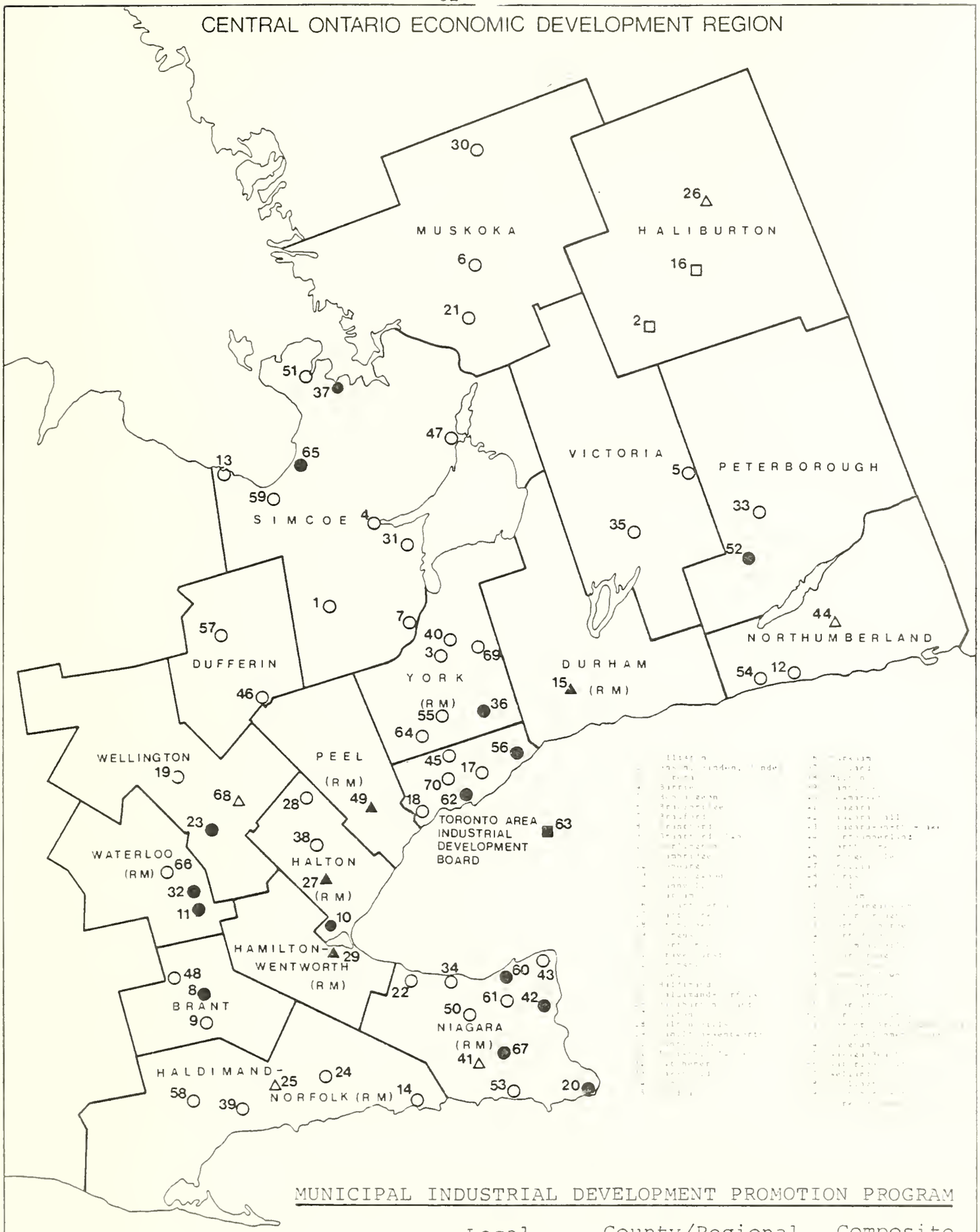


Fig. 7
ADVERTISING AND SEEKING PROSPECTS

In Category I regions, the regional municipality is responsible for advertising, except where area municipalities still have industrial land for sale. At the time of the survey four of the five regions were searching for prospects and advertising their areas (Durham, Peel, Halton and Hamilton-Wentworth). Haldimand-Norfolk was not involved. Durham gave the impression of seeking development quite aggressively, and Hamilton-Wentworth also appeared to be headed in this direction. The TAIDB program of advertising and of seeking prospects gave Durham and Peel additional coverage. Approximately 93% of the total population in the Category I regions was covered by a program of advertising and of seeking prospects.

MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION PROGRAM COVERAGE: ADVERTISING THE AREA AND SEEKING PROSPECTS — Table 7

	Enabling Legislation Categories			Subregions		
	Cat. I	Cat. II	Cat. III	Toronto Area	CIA	Total
Percent of population surveyed	93.4	60.2	94.5	100	63.4	91.6
Percent of total population	93.4	31.0	92.5	100	46.3	84.5

Source: Economic Development Branch surveys, December 1977 and February 1978.

In Category II counties, where either level of municipal government may disseminate information, only the local municipalities were involved in advertising and seeking clients at the time of the survey - and in some areas no one was undertaking these activities. The 5 local municipalities providing this program had a combined population of approximately 60% of the population of all 24 local municipalities in the counties surveyed, or, 31% of the total population in the 8 counties.

In Category III regions, although the upper-tier municipality may advertise, its capability to research, seek prospects and participate in trade missions is limited because it is not permitted to establish a department and appoint a commissioner of industries. The lower-tier municipalities are not limited in this respect. Consequently, none of the upper-tier municipalities were directly involved in this program, however, Metropolitan Toronto and York Region achieve the same net affect through support of the Toronto Area Industrial Board.

At the area municipality level, this program was pursued by the larger centres in Waterloo and Niagara Region, furthermore, three municipalities in Metro Toronto and York Region were also involved. None of the municipalities in the District Municipality of Muskoka were seeking prospects and advertising the area.

The most aggressive and comprehensive program of advertising and of seeking prospects was that of the City of Niagara Falls, which undertakes all four aspects of this program element (advertising and mailing, research to identify prospects, approaching identified prospects, and participation in trade missions).

Approximately 95% of the population surveyed was covered by this program.

The Toronto Area is completely covered by programs of advertising and seeking prospects, due in part to the TAIDB program.

The Central Inland Arc has relatively low program coverage:

- 63% of the population surveyed;
- 46% of the total CIA population.

V. ANALYSIS

A. Municipalities with Promotional Programs

1. General Observations

The individual program elements described in the preceding chapter were used as criteria to develop a single measure of municipal involvement in promoting industrial development. A scale ranking would be more sensitive to varying levels of effort and involvement; however, for simplicity, municipal promotional programs were classified as either "active" or "not active".

Generally, the classification of municipal promotional programs was based on the assumption that the program elements of ensuring industrial land and expediting development proposals were essential to an "active" status, while any one of the three other activities - maintaining an office, providing information, and seeking prospects and advertising the area - could be omitted.

The major reason a municipality was considered to be "not active" in promoting industrial development was usually that it had no industrial land available and was not ensuring that such land would be available soon. Available industrial land is an essential prerequisite to industrial growth, more so than any other element of a comprehensive industrial promotion program. Therefore, providing industrial land was considered the most important of the program elements considered here, and municipalities were considered to be promoting industrial development only if they had some industrial land available. Further, if this land was unserviced, the municipality's promotional program was considered "active" only if the land was to be adequately serviced in the next couple of years. Whether the land was privately or municipally owned did not necessarily affect the judgement.

The second most important criterion employed to judge the presence of an "active" promotional program was the ability and desire of an area to expedite development proposals. By its nature, this survey had to rely on the interviewee's personal appraisal as to whether the municipality was assisting

development propsects adequately. Although this program was weighted heavily, nearly all municipalities were considered to provide it. Thus, this activity did not contribute significantly to distinguishing between "active" and "not active" programs.

Closely following the latter criterion, in terms of evaluative weight, were activities to advertise the municipality and to find development projects. This criterion became the deciding factor in classifying a municipality's promotional status. These services were provided by fewer municipalities than was any other program, but almost all municipalities which provided the latter services also provided all the other programs described above. However, a few municipalities provided all other programs so admirably that they were not required to satisfy this final criterion in order to be classified as "active".

2. Specific Results

The most significant observations determined from this classification are detailed in Figure 8 and summarized in Table 8. These include:

(a) Central Ontario Region

"Active" programs cover 85% of the surveyed population of Central Ontario and 78% of the total Central Ontario population.

(b) Enabling Legislation Categories

Category I

Programs in Halton and Haldimand-Norfolk have not reached the "active" status. However, "active" programs do cover over 84% of the population of the five Category I regional municipalities.

Category II

In Category II areas, "active" programs cover 92% of the population of the municipalities surveyed but only 47% of the total population.

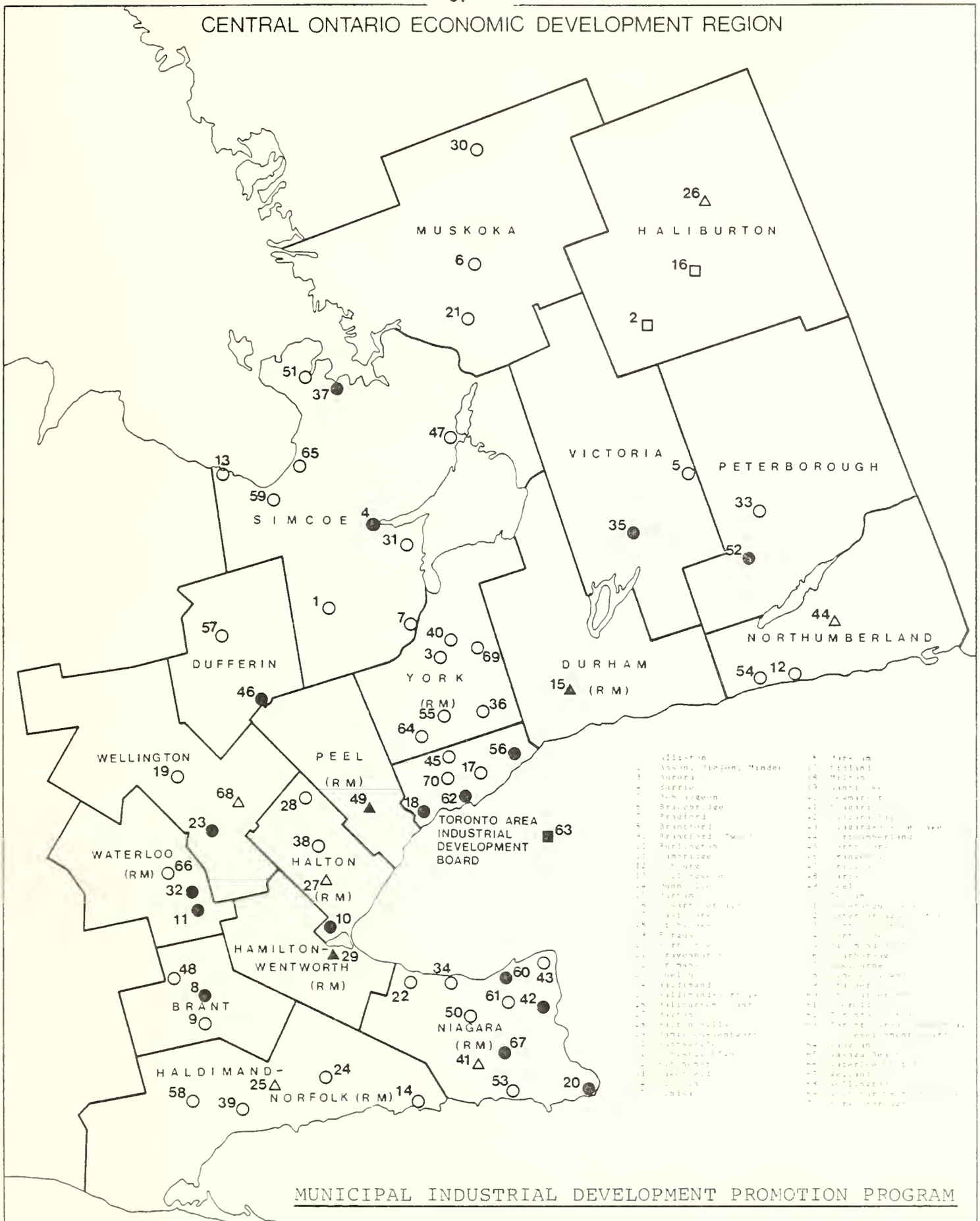


Fig. 8
ACTIVE/NOT ACTIVE PROGRAM

MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION ACTIVE PROGRAM COVERAGE — Table 8

	Enabling Legislation Categories			Subregions		Central Ontario Region
	Cat. I	Cat. II	Cat. III	Toronto Area	CIA	
Percent of Population Surveyed	84.2	91.8	84.9	88.6	73.7	85.2
Percent of Total Population	84.2	47.2	81.9	87.6	53.9	77.8

Source: Economic Development Branch surveys, Dec. 1977 and Feb. 1978.

Note: The TAIDB program is included in these coverage figures.

The absence of programs in smaller centres and townships and inactivity on the part of the counties in these areas are responsible for the reduced coverage in relation to the total population. The population of the 128 municipalities not covered by "active" programs is aproximately 360,000 and includes 1 city, 15 towns, 26 villages and 86 townships.

Category III

In this category where most of the authority to pursue industrial promotion programs is given to the lower tier municipalities, "active" programs cover 85% of the population of the municipalities surveyed and 82% of the total population.

The programs of the Toronto Area Industrial Development Board complement those of several otherwise not active municipalities in York Region and Metropolitan Toronto in such a manner that an "active" program exists for the area. However, because the TAIDB does not ensure an industrial land supply, which is essential to an "active" status, the municipality must provide this program. The figures of Table 8 reflect the TAIDB programs but the status illustrated on Figure 8 for individual municipalities reflects only the municipal programs.

(c) Subregions

In the Toronto area, "active" program coverage for four area municipalities in York and for one in Metropolitan Toronto again depend on the TAIDB. The Halton region does not provide "active" program coverage; however, the City of Burlington has an "active" program which covers part of the regional municipality. The remaining three regional municipalities of the Toronto Area - Durham, Peel and Hamilton-Wentworth - each has an "active" program.

The most notable areas without "active" program coverage are Oakville, Milton and Halton Hills and, if the TAIDB is disregarded, North York and the area municipalities of York Region. "Active" promotion covers 87.6% of the Toronto Area population, including the TAIDB, or 68.4%, excluding the TAIDB.

"Active" programs in the Central Inland Arc (CIA) cover most of the larger centres and a few of the smaller centres. There is a notable absence of "active" programs on the fringes of Central Ontario: specifically, Haldimand-Norfolk,[5] Haliburton, Northumberland and Muskoka. Each of the remaining eight counties and regions of the CIA has at least one major centre with an "active" program. It is also noted that the presence of "active" programs is related to population size. "Active" programs cover 74% of the CIA population surveyed, or 54% of the total CIA population.

B. Program Effectiveness

1. Survey Results: Did Promotion Help?

The direct survey results concerning effectiveness were deemed inconclusive, since most interviewees could not measure to what degree the introduction of new industry or plant expansion was due to the municipal promotional program. (Note that the inability to measure effectiveness does not necessarily mean that the program was ineffective. The effectiveness of preventive medicine is also hard to measure.) Naturally, this observation does not extend to a program of providing industrial land because, without such land, industry could not exist. However, the extent to which programs of maintaining an office(r) or information supply, expediting development proposals, advertising the municipality, and seeking prospects contributed to industrial development could not be clearly ascertained.

In general, some interviewees were quite sure that these programs were effective, and could name specific instances where they believed the program had contributed to specific industrial developments. Other interviewees were uncertain about the value of some programs or even felt that some programs were useless - particularly the program to advertise and to seek prospects.

---

[5]The Regional Municipality of Haldimand-Norfolk has more recently indicated an interest in industrial development promotion and has advertised for a development commissioner.

2. Literature Search: Denver 1965-70

Because of the difficulty in quantifying the survey's results, a literature search was undertaken to supplement the survey on this point. A study published in 1972 concerning industrial development in Denver between 1965 and 1970 offers some interesting comparisons. That study[6] considered the effectiveness of municipal industrial promotion programs where cash incentives were not offered, a condition somewhat parallel to that in Central Ontario.

Denver at the time of the study was a rapidly expanding urban area. The study gives the results of a detailed survey of some 256 firms which located in, expanded in, or considered the Denver area. To some extent, these results answer the question of how effective programs promoting industrial development are.

The existence of an adequate supply of serviced industrial land appeared to be assumed in the Denver study, and municipal ensurance of such land was not one of the programs evaluated.

The study indicates that:

- Promotion activities were not a significant factor in influencing the decision to locate in the metropolitan area: i.e., "...a large majority of the firms would have located somewhere in Metropolitan Denver regardless of the industrial development agency assistance they received...";
- Industrial development agencies had no influence on a company's decision to expand an existing plant in the Denver area;
- Company personnel who chose a company's location believe that a city with an industrial development agency has a better growth potential than an identical city with no such agency;
- The provision of general economic and demographic data is the service most frequently provided to business and most highly valued by business.

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[6]Charles P. Rahe, Industrial Development Agencies and the Location of New Plants; Growth and Change, October 1972.

3. Discussion of Program Effectiveness

The ambiguous nature of the results of both the Central Ontario survey and the Denver study make it difficult to draw firm conclusions about the effectiveness of local programs to encourage industrial development. Some tentative conclusions, however, are not inconsistent with the results of both studies.

First, it is necessary to recognize that the "macro" locational decision of a multinational corporation - whether or not to locate a new plant in Canada -is probably beyond the ability of municipal promotional projects to influence. Such decisions are based on world-wide considerations of political and monetary stability, political alliances, special inducements, etc. Then, once Canada has been chosen, the corporate planner responsible for choosing a particular Canadian location is likely to look at such matters as markets, transportation, labour supply and general land prices before choosing a particular area of the country. Only then, when the particular site of the plant is under consideration, are municipal promotional efforts likely to influence planning decisions.

At that stage the influence may be considerable, yet it may not be recognized. The corporate planner may base his recommendation upon the suitability of the local labour force, the amenities of the area, and the excellence of its transportation system, without fully recognizing that he has acquired the appropriate information about this muncipality, rather than about a similar one not too far away, because the first had a program which made sure this information reached him.

In addition, the Denver study suggests that municipal promotional programs "reflect a positive, progressive community and present a friendly, accommodating community image". "It may be", the Denver study speculates, "that communities which possess these intangible plusses have an edge over those which do not."

C. Conclusions

The present study leads to several conclusions about programs at the municipal level in Central Ontario.

First, such programs are numerous and varied. Not all municipalities have promotional programs, but such programs cover most of the municipalities and population of Central Ontario. See Chapter IV, above, for an analysis of these programs and their coverage.

Then, ensuring that a supply of industrial land is available influences locational decisions significantly.

Also, firms have a high regard for information programs and for expediting services, particularly in Ontario: some firms consider that the province's requirements make the process of obtaining development approvals exceptionally difficult.

Further study is needed, however, to determine more precisely which forms of promotional help most affect locational decisions, and also which governmental level is best equipped to influence locational choices as they are made, from the macro level of the nation to the local level of a municipality.

Meanwhile, even at the municipal level, it is worth bearing in mind that the economic structure of the province is changing. The promotional programs of the future will be more effective if they reflect that change, possibly by including the promotion of commerce and tourism, as well as industry.

APPENDICES

APPENDIX A

INDUSTRIAL PROMOTION: ENABLING LEGISLATION - TORONTO AREA — Table 1

Municipality	Classification	FUNCTION: Buy/Sell Industrial Land	Distribute Information	Establish Department or Commissioner of Industries	Pool Funds and Act Jointly for 2 and 3
		1	2	3	4
I. The Areas of Hamilton-Wentworth, Halton, Peel, and Durham					
Ham-Went. Reg. Mun.	Municipality	May H-W A 117(2)	May H-W A 117(1) and 117(2)	May H-W A 117(2)	May H-W A 117(2)
Area Munic. of H-W Region	Local Municipality*	Precluded H-W A 117(2)	Precluded H-W A 117(2)	Precluded H-W A 117(2)	Precluded H-W A 117(2)
NOTE: SAME SITUATION EXACTLY APPLIES TO THE REGIONAL AND AREA MUNICIPALITIES OF: HALTON, PEEL, AND DURHAM					
II. Metropolitan Toronto Area					
Metropolitan Toronto	Municipality	Precluded: Specific permission not in MTA	May MTA 242	Precluded: Specific permission not in MTA	Precluded: Specific permission not in MTA
City of Toronto Boroughs of York, E.York, N.York, Etobicoke, Scarborough	Local Municipality MTA 148 and MA 1(12)	May MA 354 (1) 50	May MA 395	May MA 395	May MA 395
III. York Region Area					
York Reg. Mun.	Municipality	Precluded: Specific permission not in YA	May YA 151	Precluded: Specific permission not in YA	Precluded: Specific permission not in YA
Area Municipalities of York Region	Local Municipality	May Ma 354 (1) 50	May MA 395	May MA 395	May MA 395

Key: MA = Municipal Act: H-WA = The Regional Municipality of Hamilton-Wentworth Act:
MTA = The Municipality of Metropolitan Toronto Act.
YA = The Regional Municipality of York Act.

*Local Municipality: by Municipal Act includes a city, town, village, and township. Sec. 1.12

Source: Statutes of Ontario.

APPENDIX A

INDUSTRIAL PROMOTION: ENABLING LEGISLATION - CENTRAL INLAND ARC — Table 2

Municipality	Classification	FUNCTION: Buy/Sell Industrial Land	Distribute Information	Establish Department or Commissioner of Industries	Pool Funds and Act Jointly for 2 and 3
		1	2	3	4
I. The Haldimand-Norfolk Area					
Hald.-Norfolk Regional-Mun.	Municipality	May HNA 121(2)	May HNA 121(1)	May HNA 121(2)	May HNA 121(2)
Area Municipalities of Hald-Norf.Reg.	Local Municipality*	Precluded HNA 121(2)	Precluded HNA 121(2)	Precluded HNA 121(2)	Precluded HNA 121(2)
II. The Areas of Waterloo, Niagara, Muskoka					
Waterloo Reg. Municipality	Municipality	Precluded: specific permission not in WA	May WA 160	Precluded: specific permission not in WA	Precluded: specific permission not in WA
Area Municipalities of Waterloo Region	Local municipality	May MA 354(1)50	May MA 395	May** MA 395	May MA 395
NOTE: SAME SITUATION APPLIES TO NIAGARA AND MUSKOKA AREAS					
III. The Areas of Brant, Dufferin, Haliburton, Northumberland, Peterborough, Simcoe, Victoria, Wellington					
County	Municipality	Precluded: not a local municipality as required by MA 354(1)*	May MA 395	May MA 395	May MA 395
Cities, Towns, Villages, and Townships within Counties	Local Municipality	May MA 354(1)50	May MA 395	May** MA 395	May MA 395

Definitions: MA = Municipal Act: HNA = Haldimand-Norfolk Act: WA = Waterloo Act

*Local Municipality by Municipal Act includes city, town, village, and township. Sec. 1.12

**Municipal Act 395(2) applies: only municipalities over 5,000 "may."

Source: Statutes of Ontario

PROMOTION SURVEY COVERAGE AND ACTIVE PROMOTION PROGRAMS
BY MUNICIPAL CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

APPENDIX B

Table 1

	MUNICIPAL CLASSIFICATIONS					
	UPPER TIER	LOWER TIER				Total
	Counties & Reg.Mun.'s	Cities	Towns & Villages	Townships	Indian Reserves	Lower Tier Coverage
Number of Municipalities (CIA)	12	14	55	97	6	172
Total Population (CIA)	1,461,274	796,639	299,903	358,166	6,566	1,461,274
% of COR Population (5,050,850)	28.9	15.8	5.9	7.1	0.1	28.9
% of CIA Population	100	54.5	20.5	24.5	0.5	100
No. of Municipalities Surveyed	5	14	27	4	0	45
Total Population Involved in Survey	653,662	796,638	256,909	30,043	0	1,083,590
% of CIA Population (1,461,274)	44.7	54.5	17.6	2.1	0	74.2
No. of Surveyed Municipalities With An Active Program	0	9	5	0	0	14
Population Involved	0	670,634	73,744	0	0	744,378
% of Population Surveyed In Classification	0	84	29	0	0	69

Source: Economic Development Branch surveys: December 1977 and February 1978.

Note: All populations are based on 1976 Census of Canada data.

PROMOTION ELEMENTS DATA ANALYSIS BY MUNICIPAL CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

APPENDIX B
Table 1A

PROMOTION ELEMENTS	MUNICIPAL CLASSIFICATIONS					
	UPPER TIER	LOWER TIER				Total
	Counties & Reg. Mun.'s	Cities	Towns & Villages	Townships	Indian Reserves	Lower Tier Coverage
No. of Surveyed Municipalities with and Office and/or Committee	2	11	13	2	0	26
Population Involved	-	715,582	137,284	18,501	0	871,367
% of Surveyed Population in Classification	-	90	53	62	0	80
No. of Surveyed Municipalities with an Information Supply	1	10	12	0	0	22
Population Involved	-	695,046	127,365	0	0	822,411
% of Surveyed Population in Classification	-	87	50	0	0	76
No. of Surveyed Municipalities Expediting	3	13	22	3	0	38
Population Involved	-	777,149	203,574	27,638	0	1,008,361
% of Surveyed Population in Classification	-	98	79	92	0	93
No. of Surveyed Municipalities Ensuring Industrial Land Supply	1	11	17	3	0	31
Population Involved	-	625,412	171,210	27,638	0	824,260
% of Surveyed Population in Classification	-	78	67	92	0	76
No. of Surveyed Municipalities Advertising the Area and Seeking Prospects	0	8	3	0	0	11
Population Involved	-	636,245	40,584	0	0	676,829
% of Surveyed Population in Classification	-	80	16	0	0	62

Source: Economic Development Branch surveys: December 1977 and February 1978.
Note: All populations are based on 1976 Census of Canada data.

PROMOTION SURVEY COVERAGE AND ACTIVE PROMOTION PROGRAMS
FOR CITIES, TOWNS, AND VILLAGES BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

	CITIES, TOWNS, & VILLAGES -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	0-4,999
No. of Municipalities (CIA)	2	5	3	18	7	34
Total Population	255,221	335,977	126,059	268,510	49,456	61,318
% of COR Population (5,050,850)	5	7	2	5	1	1
% of CIA Population	17	23	9	18	3	4
No. of Municipalities Surveyed	2	5	3	18	7	6
Total Population Involved in Survey	255,221	335,977	126,059	268,510	49,456	18,324
% of CIA Population (1,461,274)	17	23	9	18	3	1
No. of Surveyed Municipalities with an Active Program	2	5	2	5	0	0
Population Involved	255,221	335,977	79,436	73,744	0	0
% of Surveyed Population in Classification	100	100	63	27	0	0

Source: Economic Development Branch surveys: December 1977 and February 1978.

Note: All populations are based on 1976 Census of Canada data.

PROMOTION ELEMENTS DATA ANALYSIS FOR CITIES, TOWNS, AND VILLAGES
BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

PROMOTION ELEMENTS	CITIES, TOWNS, & VILLAGES -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	0-4,999
No. of Surveyed Municipalities with an Office &/or Committee	2	5	2	10	3	2
Population Involved	255,221	335,977	79,436	151,773	23,234	7,225
% of Surveyed Population in Classification	100	100	63	57	47	39
No. of Surveyed Municipalities with an Information Supply	2	5	2	8	3	2
Population Involved	255,221	335,977	79,436	123,196	21,142	7,439
% of Surveyed Population in Classification	100	100	63	46	43	41
No. of Surveyed Municipalities Expediting	2	5	3	14	6	5
Population Involved	255,221	335,977	126,059	207,036	39,668	16,762
% of Surveyed Population in Classification	100	100	100	77	80	91
No. of Surveyed Municipalities Ensuring Industrial Land Supply	1	5	3	11	6	2
Population Involved	123,351	335,977	126,059	164,597	41,470	5,168
% of Surveyed Population in Classification	48	100	100	61	84	28
No. of Surveyed Municipalities Advertising the Area and Seeking P Prospects	2	5	1	2	0	1
Population Involved	255,221	335,977	45,047	35,599	0	4,985
% of Surveyed Population in Classification	100	100	36	13	0	27

Source: Economic Development Branch surveys: December 1977 and February 1978.
Note: All populations are based on 1976 Census of Canada data.

PROMOTION SURVEY COVERAGE AND ACTIVE PROMOTION PROGRAMS
FOR TOWNSHIPS BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

	TOWNSHIPS -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	0-4,999
No. of Municipalities (CIA)	0	0	0	6	16	75
Total Population (CIA)	0	0	0	82,740	106,690	168,213
% of COR Population (5,050,850)	0	0	0	2	2	3
% of CIA Population	0	0	0	6	7	12
No. of Municipalities Surveyed	0	0	0	1	1	2
Total Population Involved in Survey	0	0	0	14,839	9,137	6,067
% of CIA Population (1,461,274)	0	0	0	1	1	1
No. of Surveyed Municipalities with an Active Program	0	0	0	0	0	0
Population Involved	0	0	0	0	0	0
% of Surveyed Population in Classification	0	0	0	0	0	0

Source: Economic Development Branch surveys: December 1977 and February 1978.

Note: All populations are based on 1976 Census of Canada data.

PROMOTION ELEMENTS DATA ANALYSIS FOR TOWNSHIPS
BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

APPENDIX B

Table 3A

PROMOTION ELEMENTS	TOWNSHIPS -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	0-4,999
No. of Surveyed Municipalities with an Office &/or Committee	0	0	0	1	0	1
Population Involved	0	0	0	14,839	0	3,662
% of Surveyed Population in Classification	0	0	0	100	0	60
No. of Surveyed Municipalities with an Information Supply	0	0	0	0	0	0
Population Involved	0	0	0	0	0	0
% of Surveyed Population in Classification	0	0	0	0	0	0
No. of Surveyed Municipalities Expediting	0	0	0	1	1	1
Population Involved	0	0	0	14,839	9,137	3,662
% of Surveyed Population in Classification	0	0	0	100	100	60
No. of Surveyed Municipalities Ensuring Industrial Land Supply	0	0	0	1	1	1
Population Involved	0	0	0	14,839	9,137	3,662
% of Surveyed Population in Classification	0	0	0	100	100	60
No. of Surveyed Municipalities Advertising & Seeking Prospects	0	0	0	0	0	0
Population Involved	0	0	0	0	0	0
% of Surveyed Population in Classification	0	0	0	0	0	0

Source: Economic Development Branch surveys: December 1977 and February 1978.

Note: All populations are based on 1976 Census of Canada data.

PROMOTION SURVEY COVERAGE AND ACTIVE PROMOTION PROGRAMS
FOR CITIES, TOWNS, VILLAGES, AND TOWNSHIPS BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

APPENDIX B
Table 4

	CITIES, TOWNS, VILLAGES, & TOWNSHIPS -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	4,999
No. of Municipalities (CIA)	2	5	3	24	23	109
Total Population (CIA)	255,221	335,977	126,059	351,250	156,146	229,531
% of COR Population (5,050,850)	5	7	2	7	3	5
% of CIA Population	17	23	9	24	11	16
No. of Municipalities Surveyed	2	5	3	19	8	8
Total Population Involved in Survey	255,221	335,977	126,059	283,349	58,593	24,391
% of CIA Population (1,461,274)	17	23	9	19	4	2
No. of Surveyed Municipalities with an Active Program	2	5	2	5	0	0
Population Involved	255,221	335,977	79,436	73,744	0	0
% of Surveyed Population in Classification	100	100	63	27	0	0

Source: Economic Development Branch surveys: December 1977 and February 1978.

Note: All populations are based on 1976 Census of Canada data.

PROMOTION ELEMENTS DATA ANALYSIS FOR CITIES, TOWNS, VILLAGES, AND TOWNSHIPS BY POPULATION SIZE CLASSIFICATION
CENTRAL ONTARIO REGION: CENTRAL INLAND ARC

APPENDIX B
Table 4A

PROMOTION ELEMENTS	CITIES, TOWNS, VILLAGES AND TOWNSHIPS -- POPULATION SIZE CLASSIFICATION					
	100,000 & Over	50,000-99,999	25,000-49,999	10,000-24,999	5,000-9,999	0-4,999
No. of Surveyed Municipalities with an Office &/or Committee	2	5	2	11	3	3
Population Involved	255,221	335,977	79,436	166,612	23,234	10,887
% of Surveyed Population in Classification	100	100	63	59	40	45
No. of Surveyed Municipalities with an Information Supply	2	5	2	8	3	2
Population Involved	255,221	335,977	79,436	123,196	21,142	7,439
% of Surveyed Population in Classification	100	100	63	43	36	30
No. of Surveyed Municipalities Expediting	2	5	3	14	7	6
Population Involved	255,221	335,977	126,059	207,036	48,805	20,424
% of Surveyed Population in Classification	100	100	100	73	83	84
No. of Surveyed Municipalities Ensuring Industrial Land Supply	1	5	3	12	6	2
Population Involved	123,351	335,977	126,059	179,436	41,470	5,168
% of Surveyed Population in Classification	48	100	100	63	71	21
No. of Surveyed Municipalities Advertising & Seeking Prospects	2	5	1	2	0	1
Population Involved	255,221	335,977	45,047	35,599	0	4,985
% of Surveyed Population in Classification	100	100	36	13	0	20

Source: Economic Development Branch surveys: December 1977 and February 1978.
Note: All populations are based on 1976 Census of Canada data.

RESOURCES
COR MUNICIPAL INDUSTRIAL DEVELOPMENT PROMOTION

APPENDIX C
Table 1

	Established Department Commissioner of Industry	Staff 1977	Non-Capital Expenditures 1977 ($000)
CATEGORY I MUNICIPALITIES			
Durham	Yes	7	184.1
Haldimand-Norfolk	No	0	0
Halton	Yes	2	55
(Burlington)	(Yes)	2	51
Hamilton-Wentworth	Yes	2	100
Peel	Yes	3	157
Category I Sub-total		17	547.1
CATEGORY II MUNICIPALITIES OVER 5,000 POPULATION			
Brant			
Brantford	CS	2	78.2
Paris		0	1
Dufferin			
Orangeville		0	4
Haliburton		0	0.6
Northumberland			
Cobourg	CP	0	0
Port Hope	CP	0	0
Peterborough			
Peterborough	CS	2	70
Simcoe			
Barrie	CS	1	21
Orillia	CS	2	30
Bradford		0	0
Collingwood	CS	0	3.3
Midland	CP	1	?
Penantanguishene	CP	0	0
Wasaga Beach		1	15.2
Victoria			
Lindsay	CS	1	23
Wellington			
Guelph	CS	2½	75
Fergus		0	0
Category II Sub-total		12.5	321.3

Continued — APPENDIX C Table 1

CATEGORY III MUNICIPALITIES			
Metro Toronto			
East York		0	0
Etobicoke	D	1	30
North York	D	2	35
Scarborough	D	2	60
York		0	0
City of Toronto	D	2	40
Niagara			
Niagara Falls	D	4	140
Port Colborne	CP	0	0
St. Catharines	D	1½	124
Thorold		0	0
Welland	CP	0	4
Fort Erie	D	1½	38.5
Grimsby		0	0
Lincoln		0	0
Niagara-on-the-Lake		0	6.6
Pelham		0	0
Waterloo			
Cambridge	D	3	170
Kitchener	D	2	77
Waterloo		0	0
York			
Aurora	CP	1	1
Markham		0	1
Newmarket		0	0
Richmond Hill	CS	0	1
Vaughan		0	0
Whitchurch/Stouffville		0	0
Muskoka			
Bracebridge		0	0
Gravenhurst		0	0.6
Huntsville		0	1
Category III sub-total		20	729.7
TORONTO AREA INDUSTRIAL DEVELOPMENT BOARD		7	245
TOTAL - all categories		57	1,843.1

Source: Economic Development Branch surveys: Dec. 1977 and Feb. 1978

CS = Commissioner of Industry is a staff member or Chamber of Commerce employee.

CP = Commissioner of Industry is a political representative or other volunteer member of public.

D = Department

Note: Subsequent 1978 expenditures are known to be markedly changed.

MUNICIPAL INDUSTRIAL PROMOTION EXPENDITURES PER CAPITA AND AS SHARE OF REVENUE FUND EXPENDITURES

APPENDIX C

Table 2

	AREA Region/County	Total Mun. Ind. Dev. Prom. Expenditure	¢/Capita	%Revenue Fund Exp.
1	Metropolitan Toronto*	315,000	14.7	.0245
2	Durham*	196,285	76.6	.1774
3	Haldimand-Norfolk	0	0	0
4	Halton	106,000	46.0	.1272
5	Hamilton-Wentworth	100,000	24.3	.0486
6	Niagara	313,100	85.5	.2089
7	Peel*	175,860	43.9	.1157
8	Waterloo	247,000	83.4	.2097
9	York*	13,100	6.3	.0063
10	Muskoka	1,600	4.5	.0094
11	Brant	79,200	81.5	.1994
12	Dufferin	4,000	13.8	.0399
13	Haliburton	600	5.7	.0107
14	Northumberland	0	0	0
15	Peterborough	73,000	74.1	.2067
16	Simcoe	69,500	32.8	.1085
17	Victoria	23,000	51.0	.1543
18	Wellington	75,000	58.8	.1661
	COR	1,792,245	34.98	.0728

Source: Economic Development Branch surveys: Dec. 1977 and Feb. 1978.

*Municipal contributions to TAIDB included in the reported industrial promotion expenditures.

Note: Subsequent 1978 expenditures are known to be markedly changed.

APPENDIX D

MUNICIPAL INFORMATION BROCHURES SUPPLY

I(a) Surveyed municipalities that did send samples of the information supply they have available for anyone interested regarding themselves were:

Alliston (c)
Barrie (c)
Bracebridge (t)
Brantford (c)
*Burlington (c)
Cambridge (c)
Cobourg (t)
Collingwood (t)
Fort Erie (t)
Grimsby (t)
Guelph (c)
Haliburton (County)
Kitchener (c)
Lindsay (t)
Orillia (c)
Paris (t)
Peel (R.M.) included material on Brampton and Mississauga
Peterborough (c)
St. Catherines (c)
*Scarborough (Borough)
Stayner
Toronto Area Industrial Development Board (Non-Profit Agency)
Wasaga Beach (t)
Welland (c)

I(b) Surveyed municipalities that stated they had some sort of printed information about themselves for distribution but did not send any sample copies.

Durham (R.M.)
Fergus (t)
Halton (R.M.)
Hamilton-Wentworth (R.M.)
Midland (t)
Niagara Falls (c)
*Newmarket (t)
Orangeville (t)
Thorold (c)

Municipal Information Brochures Supply (Cont'd)

II. The communities that said they were planning on having printed material available for distribution within this year (1978) or the near future were:

*Aurora (t)
*Bradford (Chamber of Commerce brochure)
Dunnville (t)
Gravenhurst (t)
Niagara (R.M.)
Penetanguishene (t)
Port Colborne (c)
*Richmond Hill (t)
Shelburne (t)

III. Surveyed municipalities that did not have any information supply available for distribution and did not indicate plans to prepare any such material:

Anson, Hindon, and Minden (Twps.)
Bobcaygeon (v)
Brantford (Twp.)
Dysart et al. (Twps.)
*East York (Borough)
*Etobicoke (Borough)
Haldimand (t)
Haldimand-Norfolk (R.M.)
*Halton Hills (t)
Huntsville (t)
Innisfil (Twp.)
Lakefield (v)
Lincoln (t)
*Markham (t)
*Milton (t)
Nanticoke (c)
Niagara-on-the-Lake (t)
Northumberland (County)
*North York (Borough)
Pelham (t)
Port Hope (t)
Simcoe (t)
*Toronto (c)
*Vaughan (t)
Waterloo (c)
Wellington (County)
*Whitchurch/Stouffville (t)
*York (Borough)

Source: Economic Development Branch surveys: December 1977 and February 1978.

*Information concerning this specific municipality is (also) available from the Regional Municipality or the Toronto Area Industrial Development Board.

(c) = city, (t) = town, (v) = village, (twp.) = township, (R.M.) = regional municipality.

APPENDIX E: DEFINITIONS OF MUNICIPALITIES

The different kinds of municipalities mentioned in this report - the counties and the local, area and regional municipalities - can be distinguished conveniently as follows. (For more precise definitions, the reader is referred to the appropriate legislation: The Municipal Act and the Acts concerning each restructured area.)

Municipal government in Ontario is organized in two levels. The upper level consists of the counties and, in the restructured areas, the more recent regional governments. For convenience, this report refers to all the regional governments in Central Ontario as "regional municipalities". The latter is the proper term for the Regional Municipalities of Halton, Hamilton-Wentworth, Haldimand-Norfolk, York and Durham. In this report, the term also refers to the Municipality of Metropolitan Toronto and the District Municipality of Muskoka.

The counties and regional municipalities are divided into the lower-level tier of municipal government: the cities, towns, villages and townships. These entities are defined in The Municipal Act as "local municipalities", and this is the appropriate term for all lower-tier municipalities within counties. However, within regional municipalities, the same entities are called "area municipalites".

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Municipal industrial development promotion in the Central Ontario economic development region.

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